



FORCE DEVELOPMENT STRATEGIC PLAN



3rd Edition 2018



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PREFACE to the 2015 Edition


"...the conduct of war is fundamentally a dynamic process of human competition requiring both the knowledge of science and the creativity of art but driven ultimately by the power of the human will."

MCDP 1, *Warfighting*

The Marine Corps is an integral part of the Naval Force and the Naval Campaign. The success of Marines comes from an eye on the future as well as any potential mission and adversary we may face. This Force Development Strategic Plan provides a framework for our organization to continue developing the best future force of Marines and Marine Corps capabilities to win our future battles. In an era of numerous security challenges and unpredictable budgets, the calls for greater "innovation" become more frequent. However, creativity does not always lead to capabilities unless it is harnessed by analytical rigor and disciplined processes.

Preparing the future force for war requires a blend of art, science, and human will. This plan was written with that in mind. It integrates the conceptual with the tangible by establishing a framework for leaders to understand key issues in order to make sound and timely decisions in support of common goals.

The MCCDC/CD&I Force Development Strategic Plan is a major step in defining and refining the processes we use to conceptualize, test, and build future capabilities while concurrently training and educating Marines to apply capabilities successfully. This plan provides context for the innovation to grow and ensures our Marines are prepared and ready to win tomorrow's fight.



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21 June 2018

FOREWORD TO THE THIRD EDITION

The Marine Corps force development enterprise continues to make significant improvements on identifying solutions for current and future problems but a great deal of work is still needed to field capabilities needed across the Marine Corps. The strong links between the Marine Corps Combat Development Command / Combat Development and Integration teams and the Marine Corps Programs and Resources Department have led to the development of Marine Corps Tentative Program Objective Memoranda that are truly integrated. The most significant challenge remains how we can more rapidly transition from concept to fielded capabilities. The Rapid Capabilities Office, within Marine Corps Warfighting Lab/Futures Directorate, and our Urgent Needs Processes are important to this effort but are not enough.

The Campaign of Learning has proven that wargaming, experimentation, analysis, lessons learned, and reviews of science and technology have to be closely and continuously integrated with the capabilities based assessment. The fact that the Capabilities Development Directorate divisions lead most of the warfighting problems emphasizes the value in this cooperation. Gaps and the need for better solutions need to drive the Marine Corps Warfighting Lab/Futures Directorate efforts and in the same way that solutions or problems identified in the campaign of learning need to drive the Capabilities Development Directorate.

This updated Force Development Strategic Plan leads to the development of the Marine Corps Enterprise Investment Plan without becoming over prescriptive. The Campaign of Learning results in an assessment of what the future force must be able to accomplish; thus the output of the Campaign of Learning is better described as a Future Force Assessment vice a Future Force Investment Plan. The warfighting challenges are replaced by fundamental challenges focused on the five critical tasks in the Marine Corps Operating Concept with supporting warfighting problems. Other changes in this edition include:

- Accelerating the timing of the Capabilities Based Assessment in order to allow more time for careful consideration by the Marine Corps Requirements Oversight Council, Assistant Commandant of the Marine Corps, and the Commandant.
- Clarifying that the Campaign of Learning provides continuous output to Capabilities Development Directorate instead of being with-held for an annual report.
- Introducing the use of primary research questions that guide the learning demands in the warfighting problems.
- Modifying some terminology to reflect fact of life actions. For instance the Strategic Plan Synchronization Meetings are better characterized as the Force Development Board.

No changes have been made to the basic framework of a continuous campaign of learning or to the four lines of effort but critical tasks have been modified where necessary.

The United States Marine Corps continues to provide extraordinary operational capabilities that are unique and essential to promoting and protecting the vital interests of our Nation. This is especially true when Marines are operating as part of an integrated naval force. The Marine Corps will only be able to keep its sacred promise to be “most ready when the Nation is least ready” if Marine Corps Combat Development Command / Combat Development and Integration Department continue to deliberately execute a resource-informed force development continuum.



ROBERT S. WALSH
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Purpose

This strategic plan provides a force development framework designed to promote a collaborative, cohesive, “learning organization,” that can more effectively prepare the Nation’s expeditionary force in readiness for a complex and uncertain future envisioned by the Department of Defense (DoD), the Department of the Navy (DoN), and the Commandant of the Marine Corps (CMC).

Scope

This framework guides Marines and civilians involved in developing our future force with a common understanding of how we intend to conceptualize and develop the future force, to include refining how we train and educate Marines. It describes an integrated and collaborative approach across five related activities within our force development system:

- Campaign of learning
- Capabilities based assessment
- Rapid capability prototyping
- Total force structure integration
- Universal need statements (Deliberate and Urgent)

In order to enable defensible programmatic decisions, these activities are aligned with the Joint Capabilities Integration and Development System (JCIDS) and the Planning, Programming, Budgeting, and Execution (PPBE) process. This plan is intended for use by all Marine Corps organizations that are involved in force development - the force development enterprise. While the Deputy Commandant Combat Development and Integration (DC CD&I) and Commanding General Marine Corps Combat Development Command (CG MCCDC) lead this enterprise, the entire Marine Corps is integral to success.

Future Environment

The National Defense Strategy highlights the need to prepare for an operating environment that is volatile and complex; the demand for our unique Service capabilities continues to grow. The future will be more challenging and uncertain than the past decade. The Marine Corps must change to counter near-peer adversaries, which will likely include a diverse array of conventional, irregular, or hybrid threats. Adversaries will continually challenge our current capabilities with increasingly sophisticated technologies, including weapons of mass destruction, cyberspace capabilities, and unmanned systems, while also investing in increasingly effective conventional capabilities including sea control, artillery, armor, and air defense.

The reality of increased competition for limited defense dollars continues to challenge and, at the same time, stimulate our ingenuity and resource agility in ensuring we are able to provide our Marines with the capabilities they will need for the future fight. We are individually and collectively responsible for force development from conceptualization through integration and sustainment. We must continuously improve collaboration and doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTMLPF-P) integration throughout the force development continuum.

To remain relevant and prevail across the range of military operations (ROMO), we must continuously refine how the Marine Corps is organized, trained, and equipped so that we can be more connected, situationally aware, lethal, distributable, and sustainable. War is both timeless and ever changing. Staying true to Marine Corps Doctrinal Publication (MCDP) 1, *Warfighting*, we

must make, develop, and retain Marines who keep faith with our fundamental warfighting philosophy and spirit while simultaneously thriving in uncertainty and chaos. We want Marines and leaders who are willing and able to operate using commander's intent. We must innovate and adapt to a fast and unpredictable future to remain ahead of our adversaries. We must conceptualize and build the organizations and capabilities that will enable our Marines with the flexibility to adapt to emergent situations. Our Marines must be able to detect, reason, operate, and win in any environment, in the face of any challenge, and against any threat.

MCCDC/CD&I Vision

MCCDC/CD&I will set the conditions for force development by keeping faith with the legacy of innovation which has always been the hallmark of Marines – specifically visionaries here at Quantico like Pete Ellis, Victor “Brute” Krulak, and countless others. In collaboration with all Marines we will remain faithful to our mission and high calling to ensure that the Marine Corps is properly organized, trained, and equipped, today and tomorrow, to generate balanced Marine Air Ground Task Forces (MAGTFs) that are forward, expeditionary, naval in character and construct, and most ready to defend the vital interests of our Nation in any clime and place.

MCCDC/CD&I Mission

MCCDC / CD&I fully integrates Marine Corps concepts and requirements based warfighting capabilities; including doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy; in order to ensure the Marine Corps is properly organized, trained, and equipped now and in the future.



Commander's Intent

We will develop and lead a deliberate, collaborative, innovative, and resource-informed, Marine Corps force development system that is in line with Defense Planning Guidance and the DoD Analytic Guidance, drives change, and guarantees the Marine Corps always succeeds in meeting its Title 10 responsibilities. We will generate forces that meet Joint, interagency, and Service requirements, and preserve the trust and confidence of a nation that demands its Marines remain most ready when the Nation is least ready, as outlined by the 82nd Congress.

Key Tasks:

- Conceptualize, analyze, and assess the future force
- Develop Joint and Service capstone, operating, and functional concepts
- Wargame and experiment with new concepts and experiment emerging technologies
- Conduct concept- and requirements- based capabilities development, integrating the inputs from the force development stakeholders
- Train and educate the force
- Conduct leadership development
- Develop and maintain doctrine
- Increase and expand naval integration, collaboration, capability, and capacity
- Educate Marines, other Services, and civilian decision makers on our approach to the future

Strategic Goal

Through better informed capability development, the Marine Corps of 2035 is an optimally-balanced force possessing the best organized, trained, and equipped Marines who can innovate and adapt to win across the range of military operations in an uncertain and complex world.

Marine Corps Force Development Enterprise

Developing the future Marine Corps requires input from across the force. The force development enterprise is comprised of the Marine Corps Combat Development Command, Combat Development and Integration Department, Marine Corps Systems Command, and stakeholders from the operating forces, supporting establishment, advocates, and proponents. Enterprise support is necessary to identify capability requirements and operational needs.

Marine Corps Force Development System

The Marine Corps Force Development System translates strategic priorities into manned, trained, and equipped organizations prepared to provide capabilities to Unified Combatant Commander. This requires the efforts of many organizations, participating in interrelated processes, to ensure optimal decisions are resourced. The Force Development System is integral to the Marine Corps' approach to Planning, Programming, Budgeting, and Execution. Figure 1 presents an overview of

the system and more complete information is available at <http://www.mccdc.marines.mil/Force-Development-System/>.

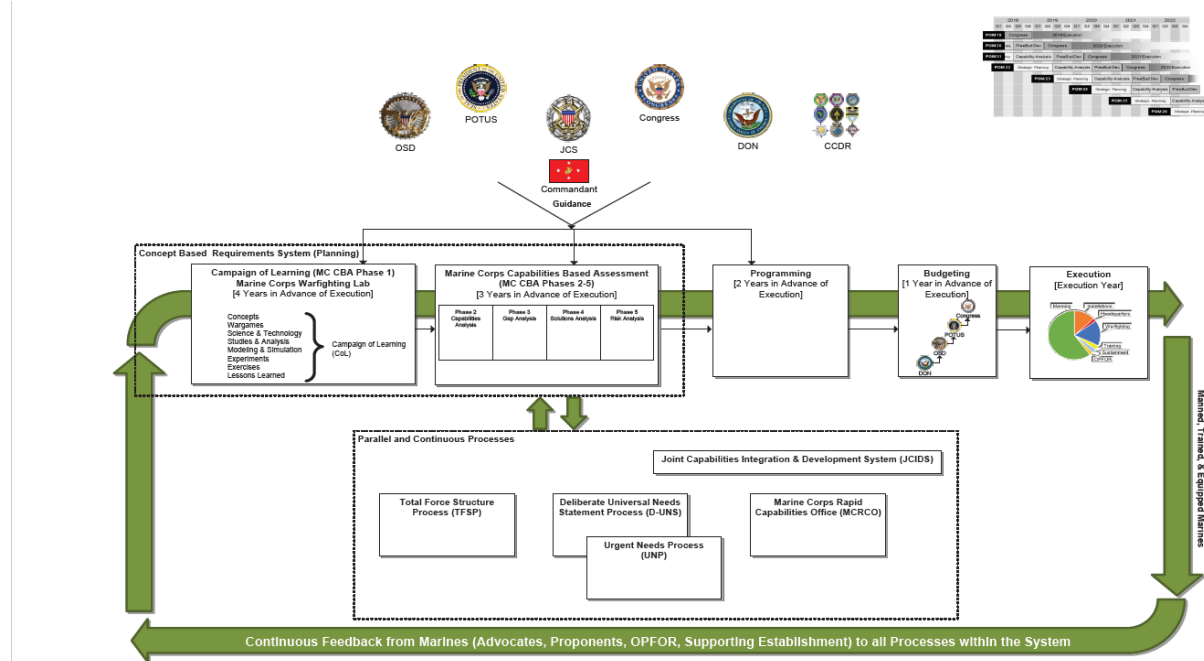


Figure 1: Force Development System Overview

Organizational Roles for Force Development

The Deputy Commanding General MCCDC / Assistant Deputy Commandant CD&I will directly manage this plan to ensure top down guidance and bottom up inputs are incorporated to develop a Future Force Assessment that informs Capability Analysis through Risk Analysis as described in MCO 3900.20 Marine Corps Capabilities Based Assessment (CBA). The Strategic Planning phase described in MCO 3900.20 is executed through a Campaign of Learning that is addressed at Quarterly Futures Reviews and annual Future Force Reviews as depicted in figure 2. Capabilities based assessment phases two through five remain as described in MCO 3900.20.

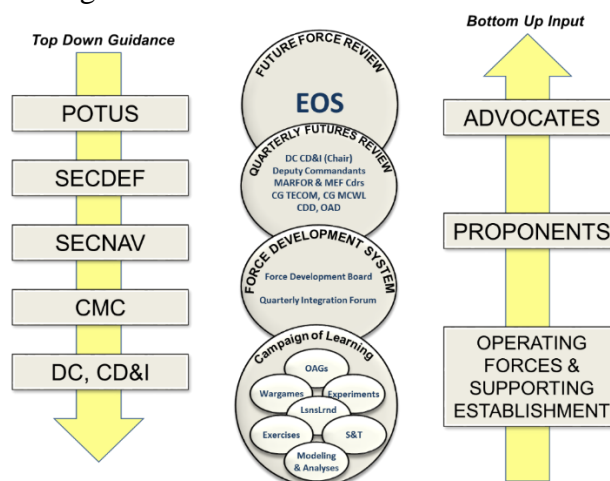


Figure 2: Incorporating Inputs

In coordination with the CBA process, the universal need statement process allows commanders to identify operational needs for assessment and fielding based on the level of urgency, availability, and suitability of potential solutions. The recently formed Rapid Capability Office and process provides a limited ability to assess and field prototype technology for assessment by the operating

forces. Finally, multiple reviews ensure solutions consider all aspects of DOTMLPF-P.

MCWL/FD conceptualizes future challenges and opportunities, develops warfighting concepts, leverages analysis and innovation, conducts wargaming, conducts advanced naval technology exercises, conducts experimentation, and informs technology development and future investment decisions in order to enable timely and effective force development decisions. Outputs from MCWL/FD activities are provided to Capabilities Development Directorate (CDD) and compiled and published annually in the Future Force Assessment (FFA) [previously called the Future Force Implementation Plan]. Key to this continuous effort is ensuring the FFA is aligned with the Defense Planning Guidance, the DoD Analytic Guidance, and is analytically defensible. This effort includes collaboration with the Navy to develop, test, and refine how we fight as an integrated naval team.

CDD is driven by the central ideas and required capabilities in our concepts, and informed by the FFA, defines capability requirements, identifies and prioritizes gaps, determines materiel and non-materiel solutions, and assesses risk by developing a plan that balances resources for current capability with investment in required capability in order to develop the future force. This includes coordination with the Navy to ensure Marine Corps requirements for amphibious warfare ships, fleet support ships, prepositioning ships, landing craft, and other seabasing integration matters effectively inform Navy force development activities. The end state is a resource informed Marine Corps Enterprise Integration Plan (MCEIP) that articulates the actions required to achieve the force envisioned by the Commandant and is analytically defensible. The Deputy Commandant Programs and Resources (DC P&R) uses the resource informed MCEIP to develop the Tentative Program Objective Memorandum.

Training and Education Command (TECOM) develops, coordinates, resources, executes and evaluates training and education concepts, policies, plans, and programs to ensure Marines are prepared to meet the challenges of present and future operational environments. TECOM's core competencies are:

- Transform civilians into Marines, imbued with our warrior ethos and reflecting the Service's ethics and core values;
- Provide every Marine the core skills of their assigned MOS to enable them to function in the Operating Forces;
- Provide Marines education that improves their decision making and allows them to assume increased responsibility;
- Develop, coordinate, execute and maintain a Service-level MAGTF training and assessment program;
- Provide home-station training enablers to ensure the Operating Forces can function as MAGTFs in joint environments.

Operations Analysis Directorate (OAD) provides analytical support to MCCDC/CD&I force development activities and initiatives. OAD provides operations analysis support to organizations across the Marine Corps and maintains cognizance for the Marine Corps on all matters pertaining to operations analysis. Additionally, with CD&I being the overall lead for Marine Corps modeling and simulation, OAD provides day-to-day oversight of Marine Corps modeling and simulation policy, standards, enterprise architecture, science and technology (S&T) requirements, and workforce development.

The Joint Capabilities Integration Directorate (JCID), acting in close coordination with CDD, ensures the Marine Corps is properly represented at the Joint Requirements Oversight Council.

Additionally, JCID assists in advising the CMC and ACMC on the priorities for developing capabilities in support of the future Joint force.

Force development stakeholders provide input throughout the execution of the plan by participating in experiments and wargames, providing lessons learned from exercises and operations, submitting Universal Needs Statements (Deliberate and Urgent), participating and hosting operational advisory groups, supporting the CBA, and participation on bi-annual force structure reviews.

Lines of Effort

This plan uses four lines of effort (LoE) to provide an enterprise-wide focus to most effectively achieve the CMC's force development objectives. LoEs include major objectives with supporting critical tasks to achieve the LoE's goal. Major objectives are broadly stated yet sufficiently defined with measurable outcomes that, when properly linked with other major objectives and critical tasks, lead to the achievement of the overall goal. Critical tasks are clearly defined, measurable, and quantifiable statements of action to be completed.

- LoE 1: Conceptualize the force**
- LoE 2: Develop and integrate the force**
- LoE 3: Train and educate the force**
- LoE 4: Increase naval integration**

Each major objective and critical task is assigned a lead within MCCDC/CD&I that has primary responsibility for developing plans, directing execution, monitoring, and reporting progress. Task leads coordinate with the force development enterprise to ensure integration in all aspects of planning and execution.

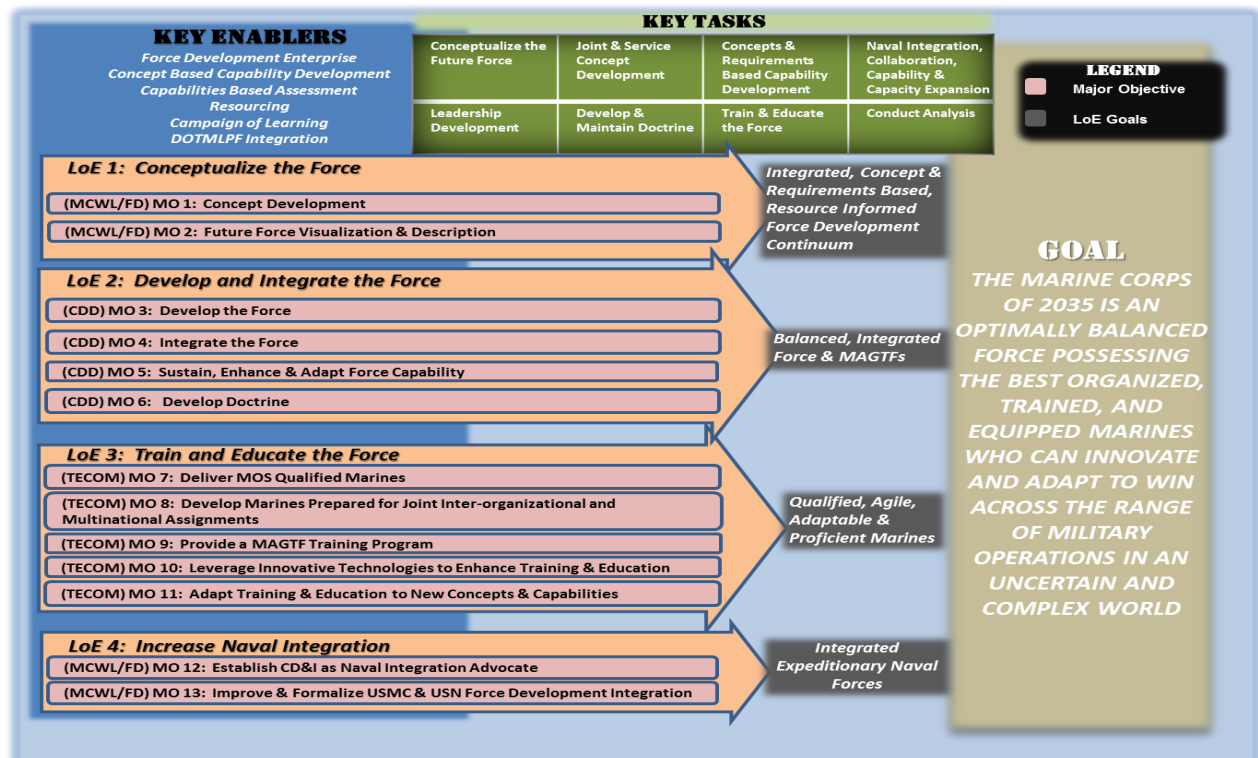


Figure 3: Force Development Lines of Effort

Organizations not assigned as a lead for a specific major objective or critical task are directed to provide augmentation, coordination, products, funding, and other support to the lead of other major objectives, critical tasks, or subtasks, see Annex A. Support includes providing subject matter expertise, critical information, and support across DOTMLPF-P.

LoE 1: Conceptualize the force

This LoE intellectualizes, analyzes, and sufficiently describes operational imperatives across all supporting and warfighting functions. These imperatives are transitioned for deliberate capability requirement development and integration.

The DoD Planning and Analytic Guidance describes and prioritizes Joint force development efforts, the Director of Intelligence Future Operating Environment provides our common understanding of the operating environment and threats, and the CMC's guidance provides a clear vision for the way ahead. This vision and the shared mental model for problem solving described in the Marine Corps Planning Process serve as the starting point for future force design.

Objective: This LoE conceptually describes the application of MAGTF capabilities in support of a Joint campaign that is maritime in nature (for all potential amphibious and expeditionary mission sets) in the future operating environment, and enables the identification of the best, most achievable solutions to emerging operational challenges.

LoE 1 has two Major Objectives

MO 1: Concept development

This MO focuses on developing the capstone, operating, and functional concepts that describe how Marine Corps forces will accomplish missions in the future operating environment. These concepts provide the basis for visualization, description, and design of the future force.

Goal: Develop Marine Corps concepts that identify future military challenges, ideas to address the challenges that drive wargaming and experimentation.



MO 2: Future force visualization and description

This MO focuses on conducting extensive analysis of the future operating environment and future threats as described in the National Defense Strategy through the Campaign of Learning (CoL). The CoL is closely linked to senior leader guidance and the efforts of Marine Corps Systems Command, Program Executive Office Land Systems, and our naval force development teammates. The best ideas from the CoL are manifested in the success of the plan through effective visualization and description.

Goal: Formally transition results of the CoL into the force development processes via continuous feedback, the FFA, futures reviews, the S&T strategic plan and timely rapid prototyping recommendations. This will allow the Marine Corps to exploit emerging and mature game changing technology.

LoE 2: Develop and integrate the force

This LoE drives comprehensive force development, including actions to organize, train and equip the operating forces, supporting establishment, and Service headquarters. It is informed by the threat, concept-based, and aimed at balancing current readiness and future capability requirements. Anticipating strategic challenges and opportunities ensures the Marine Corps is fully prepared to meet national strategic guidance.

Objective: Efficiently and effectively translate —via existing JCIDS and Planning, Programming, Budgeting, and Execution (PPBE)-related processes and activities —validated concepts and associated FFAs into fully integrated and properly organized, trained, equipped, and resourced Marine Forces now and in the future.

LoE 2 has four Major Objectives

MO 3: Develop the force

This MO focuses on assessment, analysis, and capabilities-based wargaming and experimentation aimed at defining capability requirements, identifying gaps, and developing DOTMLPF-P solutions.

Goal: Conduct a capabilities-based assessment and resource informed Marine Corps Enterprise Integration Plan (MCEIP) informed by concepts and FFAs.

MO 4: Integrate the force

This MO focuses on integrating capabilities and supporting programs and synchronizes Marine Corps DOTMLPF-P gap solution initiatives in order to ensure the Marine Corps is properly organized, trained, equipped, and led now and in the future.

Goal: Lead and support Program Objective Memorandum (POM) investment, JCIDS activities, and non-materiel solution implementation staff actions that enable the execution of Service and Joint concepts.

MO 5: Sustain, enhance, and adapt force capability

This MO focuses on assessment and analysis of current force capabilities and determines investment, sustainment, divestment, modernization, and recapitalization requirements.

Goal: Lead and support POM investment and JCIDS activities, which are aligned and oriented on the future force. Ensure timely and appropriate DOTMLPF-P decisions and actions regarding modernization, sustainment, and/or divestment of organizations, capabilities, or platforms.

MO 6: Develop doctrine

This MO focuses on the development, revision, and dissemination of Marine Corps doctrine. This focus parses doctrine and doctrinal responsibilities in accordance with an established and evolving hierarchy and ensures Marine Corps doctrine remains timely, relevant, and compelling.

Goal: Clearly defined doctrine that is timely, relevant, and compelling. This doctrine must provide our Marines and Sailors the requisite mindset, ethos, understanding, and information to guide—not dictate—their thinking, decisions, and actions. Doctrine must enable our Marines to thrive and prevail in chaotic, uncertain, and violent environments in the absence of orders, communication, or supervision.

LoE 3: Train and educate the force

This LoE ensures individual Marines and units are trained and educated via targeted, standardized, progressive training and continuous assessment/feedback. Training and education provides the foundation for the current capabilities and enables the transition and institutionalization of new capabilities throughout the force. Training and education requirements for the future force, like the force itself, must be conceptualized at the front end of and developed throughout the force development continuum.

Objective: Prepare the force for the current and future fight, ensuring the Marine Corps meets national strategic and combatant commander requirements in a dynamic and uncertain security environment.



LoE 3 has five Major Objectives

MO 7: Deliver Military Occupational Specialty (MOS) qualified individual Marines through the Civilian-to-Marine transformation process to meet operational demands

This MO focuses on the continuous transformation of civilians into Marines from accession throughout the training and education continuum and until end of active service or retirement. It includes recruit training, Schools of Infantry, billet certifications, and MOS-specific, standards-based training at TECOM's formal learning centers that result in Marines prepared to serve in the operating forces. This includes a parallel process for Marine officers beginning with Officer Candidates School and continuing during both The Basic School and subsequent MOS schools.

Goal: Maintain and enhance quality programs that morally, mentally, and physically transform civilians into Marines and prepares them for service in the operating forces.

MO 8: Develop Marines prepared to assume leadership roles in Marine Corps and Joint Inter-organizational and Multinational (JIM) assignments

This MO provides a professional cadre of Marine leaders that are resilient, adaptive, innovative, and imbued with the creativity and moral values required to make sound tactical and ethical decisions. Through career-long language, regional expertise, and culture education and training, it enables Marines and MAGTFs to operate more effectively amongst foreign populations and across the ROMO in foreign environments alongside a diverse community of partners and allies.

Additionally, this MO preserves and presents the cumulative operational and institutional experience of the Marine Corps as well as unit and individual achievement. It serves as the primary means of honoring Marine Corps tradition, building esprit, educating current and future leaders, and transmitting our heritage to Marines and the nation.

Goal: Promote leaders' critical-thinking and creative problem-solving abilities in preparation for positions of increased responsibility in domestic and foreign environments. Record and present the history of the Marine Corps.

MO 9: Provide standardized training to operate as a MAGTF in current and future environments

This MO ensures multi-capable units and MAGTFs are trained to operate with JIM forces as an integrated system. Through progressive, standards-based, and evaluated training, it enables Marines to meet the combatant commanders' requirements in the current and future operating environments, and operate within integrated, yet distributable, forces with a broad array of capabilities against unknown threats posed by conventional and hybrid threats.

Goal: Develop individuals and organizations to demonstrate tactical competence and decisive action with JIM forces as an integrated system through all domains, across the ROMO, and effectively meet geographic combatant commander theater requirements.

MO 10: Leverage innovative technologies to enhance training and education

This MO enhances home station unit training through the sustainment and enhancement of live,

virtual, and constructive training capabilities. It delivers progressive, repetitive training across a spectrum of weapons and combined arms operations that allows Marines to gain confidence overcoming tactical and ethical dilemmas in a simulated battlefield before actual combat.

Goal: Leverage modern immersive training and simulation technologies in order to improve readiness through increased “reps and sets” of standards-based training and education. Provide the necessary environment to train Marines across a spectrum of weapons and combined arms operations.

MO 11: Adapt training and education to new capabilities

This MO assesses and drives necessary changes in training and education programs in order to address capability gaps and emergent operational requirements introduced through force development. This MO monitors and ensures training and education programs are continually evolving, but also responding to significant changes and/or the introduction of entirely new capabilities and methods of operating.

Goal: Identify required enhancements and/or gaps to current capabilities. Maintain training and education relevance consistent with the doctrine, tactics, and employment options of future environments.



LoE 4: Increase naval integration

This LoE will expand and enhance collaboration across U.S. Navy and Marine Corps force development efforts to include training and education enterprises.

Objective: A single Marine Corps advocate serves as CMC’s direct representative for naval integration to expand and enhance naval integration, to integrate force development, and to reinvigorate the development of naval operating concepts that are maritime in character.

LoE 4 has two Major Objectives

MO 12: Establish CD&I as recognized naval integration advocate

While the Marine Corps Order on Advocacy establishes CD&I as the advocate for naval integration, work remains to be done on further improving integration in accordance with the Marine Corps Operating Concept (MOC). This MO focuses on expanding DC CD&I's role as a naval advocate, leveraging co-chairmanship of the Naval Board to highlight Marine Corps priorities and programs and improve Navy and Marine Corps force development collaboration and integration, to include amphibious training, asset sharing, littoral operations experimentation, and analysis.

Goal: DC CD&I better maximizes its role as the Marine Corps' advocate for integration of naval capability development with the Navy and Coast Guard.



MO 13: Improve and formalize Marine Corps and Navy force development integration

This MO focuses on improving naval force development integration collaboration, capabilities, concepts, training, asset sharing, littoral operations experimentation, and analysis. Informed by the Campaign of Learning, Operational Advisory Groups, Naval Future Fleet Architecture forums, Warfighter Improvement Programs, the Maritime Working Group, and the Pacific Naval Integration Working Group; DC CD&I will utilize the Naval Board to communicate to senior leadership recommendations on the role of the future MAGTF as part of a forward and ready naval force, to include future MAGTF contributions to sea control, power projection and the creating of lodgments in the Anti-Access/Area Denial (A2AD) environment.

Goal: Enable senior leader decision-making as it relates to naval integration and to facilitate the implementation of those decisions through appropriate channels.

Annex A provides a more detailed objective to task matrix for all LoEs.

Plan Management

Deputy Commanding General (DCG) MCCDC, Assistant Deputy Commandant (ADC) guides the execution of this plan by ensuring the integration across the lines of effort and managing the transition between key activities. The DCG/ADC chairs the Force Development Board comprised of leaders from major subordinate organizations to share understanding, coordinate, guide, and assess progress. Additionally, the board identifies first order problems (fundamental challenges) and associated warfighting problems that must be addressed in order for Marine Corps forces to successfully accomplish likely missions now and in the future. These warfighting problems will be referred to CG MCWL/Director FD as potential agenda items for discussion at the Quarterly Futures Review (QFR). If approved by CG MCCDC/DC CD&I, a lead will be designated for each warfighting problem. These leads will review their running estimates to maintain proper focus and integration across the force development enterprise. The forum will address the following throughout the year:

- *Adherence to the current Defense Planning and Analytic Guidance.*
- *Alignment of the CoL cycle with the CBA and POM planning.*
- *Integration of plans for experimentation, wargaming, and analysis.*
- *Priorities and scenarios to be used for wargaming and analysis.*
- *Development and refinement of the Future Force Assessment.*
- *Assessing progress towards achieving lines of effort and their major objectives using Annex B.*

Previously, the campaign of learning utilized the term warfighting challenges. To better align with the MOC, we have replaced warfighting challenges with fundamental challenges that are associated with the five critical tasks in the MOC. Achieving these tasks present fundamental challenges and a number of warfighting problems. Potential solutions to warfighting problems are developed through analysis and assessments and inform follow on decisions. MCWL/FD provides CDD the results of the analysis as they become available as well as in the annual Future Force Assessment. This is accomplished through a disciplined and deliberate campaign of learning that seeks to address our most vexing warfighting problems in order to enhance the ability of the MAGTF in the near, mid, and far term. The success of our force development strategic plan hinges upon our ability to develop and transition a comprehensive understanding of the future force into affordable solutions to the challenges described in the Defense Planning Guidance and Analytic Guidance.

Observations, insights and findings may come from studies, analysis, concepts, operational advisory groups, experiments, wargaming, lessons learned, and recommendations from across the Marine Corps. Several forums, essential to force development are laid out below; these are not considered to be all inclusive:

- Quarterly Integration Forum (QIF). The CG MCWL/Director FD is responsible for leading the Campaign of Learning (CoL) and will chair a quarterly forum to determine and coordinate topics and issues for presentation at the Quarterly Futures Review (QFR). The CG MCWL/Director FD will be supported in his preparations by the CGs/Directors from the subordinate organizations across MCCDC/CD&I and the force development stakeholders. Leaders from across the enterprise will be invited to participate. In this forum, the CG MCWL/Director FD receives briefings from other organizations, both internal and external, in order to ensure agenda topics are sufficiently addressed. The Marine Corps warfighting problem leads will review their running estimates and proposed solutions.

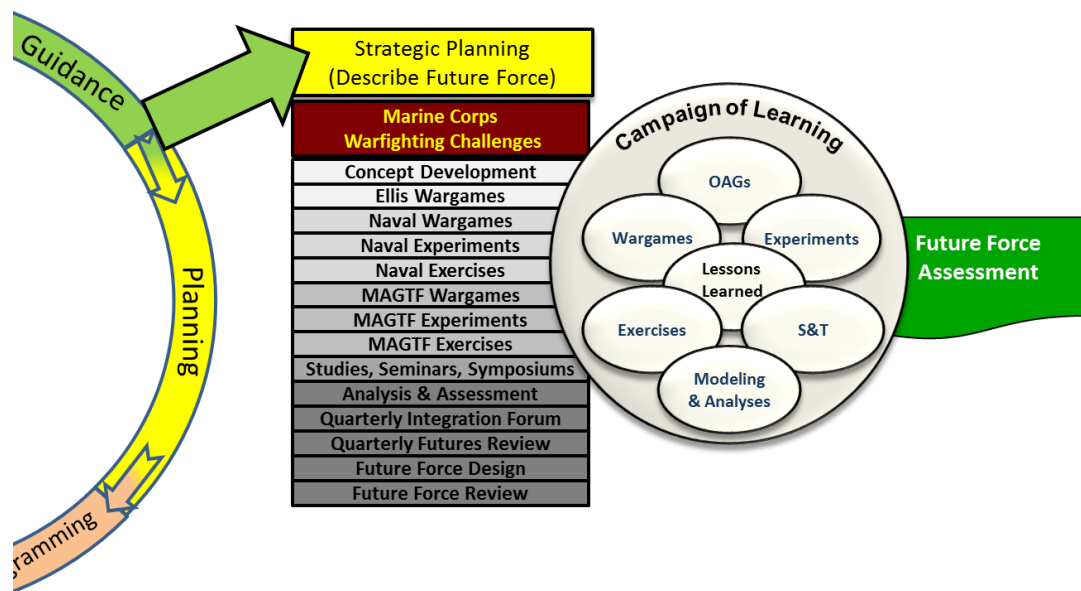


Figure 4: Strategic Planning

- Quarterly Futures Review (QFR). The QFR is the CG MCCDC/DC CD&I forum to manage future force development progress and resolution of Marine Corps warfighting problems. Moderated by the CG MCWL/Director FD it will be attended by the leadership within MCCDC/CD&I and select enterprise participants. The QFR will be a key element in the Campaign of Learning, wherein senior leaders and select subject matter experts will address select Marine Corps warfighting problems to ensure shared understanding of fundamental challenges and proposed solutions. In addition to CG MCWL/Director FD presenting the insights gained from internal activities, MCWL/FD will be responsible for relating those insights to lessons learned from recent operations and exercises conducted by Marine Corps operating forces and any other pertinent organizations. Similarly, organizational leaders within MCCDC/CD&I will be responsible for relaying insights and progress resulting from their own force development activities. Done correctly, the personnel involved become immersed in a mutually educational Campaign of Learning that informs development of the future force and addresses the current warfighting problems. Ultimately, the QFR will serve as a forum to address force development topics as well as identify topics for Service-level deliberative bodies/decision-makers (such as Marine Corps Requirements Oversight Council, the Naval Board, or the CMC).
- Future Force Review (FFR). The FFR is an annual CMC information and guidance forum that focuses on issues related to Marine Corps future development. The Marine Corps warfighting problems will shape the discussion for MCCDC/CD&I. CG MCCDC/DC CD&I will moderate this forum for the CMC and senior leaders in order to obtain approval and guidance on major current and future force development issues.

In addition to the aforementioned forums, the force development process encompasses many iterative, detailed, and complex activities and processes that collectively translate statutory responsibilities, strategic direction, and decentralized innovation into a unified and cohesive set of products that guide how the future Marine Corps is organized, trained, educated, and equipped. This force development process is better understood when viewed within the following five part framework leveraging the CBA process governed by MCO 3900.20 and illustrated in Figure 5.

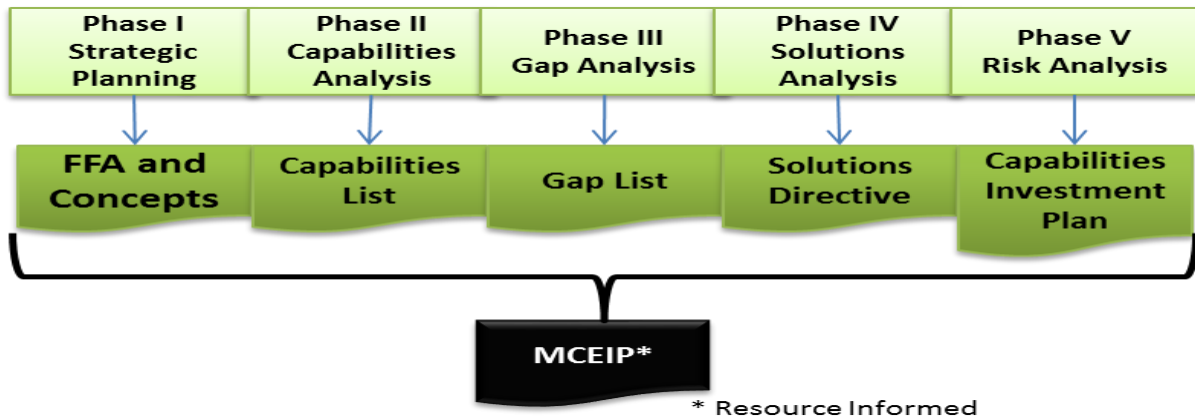


Figure 5: Development of the Resource Informed MCEIP

- ***Describe how we will fight.*** Projections of the future operating environment are developed and assessed to determine the impact on the Marine Corps' ability to fulfill the roles and responsibilities detailed in Title 10 of the U.S. Code and DODD 5100.01, "Functions of the DoD and its Major Components." The Marine Corps Operating Concept and subordinate operating and functional concepts propose the methods and means to fulfill those roles and responsibilities. These concepts are critically examined through seminars, modeling, wargames, experimentation, science and technology research, and exercises. These efforts may lead to: (1) formal refinement of the concept to inform further critical examination; (2) rejection of the concept; and (3) adoption of the concept as the basis for subsequent doctrinal and capability-development actions.
- ***Identify required capabilities.*** Guided by our concepts, informed by the Campaign of Learning and analysis of a selected Defense Planning Scenario and Concept of Operations; capability requirements, capacities, gaps, and solutions are identified. Solutions are framed in terms of DOTMLPF-P changes and new initiative recommendations.
- ***Conduct risk analysis and make solution decisions.*** Proposed capability solutions are evaluated against the resourcing of current capability, available resources, and guidance. This evaluation results in determinations regarding what solutions will be funded, along with a prioritization for implementation. These decisions are captured in the annually published resource informed MCEIP.
- ***Implement force development solutions.*** Solutions that include elements from across DOTMLPF-P are implemented through the respective Marine Corps Program Evaluation Boards (PEBs).

NOTE: MCO 3900.20 is being updated and will address a four phase CBA process (Capability Analysis, Gap Analysis, Solutions Analysis, and Risk Analysis) supported by the Campaign of Learning.

Annex C details specific near-term administrative actions required to clarify roles, responsibilities, processes, and information sharing.



Coordination with Stakeholders

MCCDC/CD&I personnel must routinely—and effectively—coordinate across the force development enterprise to include force development stakeholders. MCO 5311.6, Advocate and Proponent Assignments and Responsibilities, details who has cognizance over various organizational and functional areas internal to the Marine Corps. Within the DON, coordination will most often involve the office of the Secretary of the Navy and our counterparts within the Navy itself, especially the staff of the Office of the Chief of Naval Operations (OPNAV), Fleet Forces Command, Naval Sea Systems Command (NAVSEA), Naval Air Systems Command (NAVAIR), Navy Warfare Development Command (NWDC), and the Naval War College.

Other coordination requirements exist with the Office of the Secretary of Defense (OSD), the Joint Staff as well as the other Services, particularly the Army's Training and Doctrine Command (TRADOC) and Futures Command (under development). In all cases, MCCDC/CD&I personnel must take the initiative to ascertain the coordination requirements associated with any given activity, establish contact with the appropriate stakeholders, and conduct their business with due regard for the other organizations' missions, processes, timelines, and equities.

External linkages are critical to provide consistent MCCDC/CD&I messaging. Properly articulated communications elevate and enhance concepts, processes, and the strategic goals of MCCDC/CD&I across the enterprise. These communications are essential to facilitating actions necessary to achieve the major objectives within the LoEs and advancing coordinated actions, cross-functional collaboration, and internal and external integration.

Executed well, coordination will:

- Ensure alignment with OPNAV, Head Quarters Marine Corps (HQMC), and Operating Forces.
- Develop MCCDC/CD&I strategic narrative.
- Produce proactive congressional engagements.
- Tailor media/think tank/academia/industry engagement.
-



Figure 6 : Stakeholders

Timing

Execution of the force development strategic plan is divided into three time horizons: near-term, mid-term, and long-term. Each time horizon defines and prioritizes our organizational efforts. Time horizons are nested with the execution of milestones and resource allocation cycles. Time horizons are defined as follows:

Near-Term: 0-2 years. The near-term horizon encompasses the current year of execution and is focused on the “current” force. Responsible owners of major objectives and critical tasks will analyze required milestones and actions and determine how they will prioritize (identify bill payers and resource shortfalls) and execute, using year of executions funds.

Mid-Term: 3-5 years. The mid-term horizon defines actions that are forecasted to occur within one Future Years Defense Program (FYDP). For ease of reference, mid-term actions may be viewed as those that are building an interim “objective” force on the path to the future force. Assigned leads of major objectives and critical tasks conduct an analysis of required milestones and actions for resourcing requirements and identify the resourcing required to compete for budget year resourcing.

Long-Term: 6-30 years. Focused on the future force, the long-term horizon extends beyond one FYDP to 30 years, which is the furthest extent that can be reasonably shaped. Assigned leads of major objectives and critical tasks conduct an analysis of required milestones and actions for resourcing.

The Marine Corps inputs for what will eventually become the appropriations and authorizations bills approved by Congress and the President are usually due to the Secretary of the Navy during the summer the year before execution. The Marine Corps input, in the form of a Tentative Program Objective Memorandum (T/POM), is prepared by DC P&R based on the resource informed MCEIP developed by DC CD&I and approved by the ACMC in the spring of the year before execution.

By way of example: Appropriations and authorizations bills for FYDP 2021-2025 requires USMC T/POM during June 2019 and approval of the supporting MCEIP by March 2019.

Due to the time required for the Campaign of Learning and the Capabilities Based Assessment, force development effort for a given FYDP takes place 18 to 42 months before approval of that FYDP.

Nesting of Guidance

The Marine Corps force development process uses inputs from many sources—but all flow from US Code Title 10 and are viewed by Marines through the lens of MCDP1, *Warfighting*. Based on this guidance and estimates of the future, Joint and Service concepts are developed to guide force development.

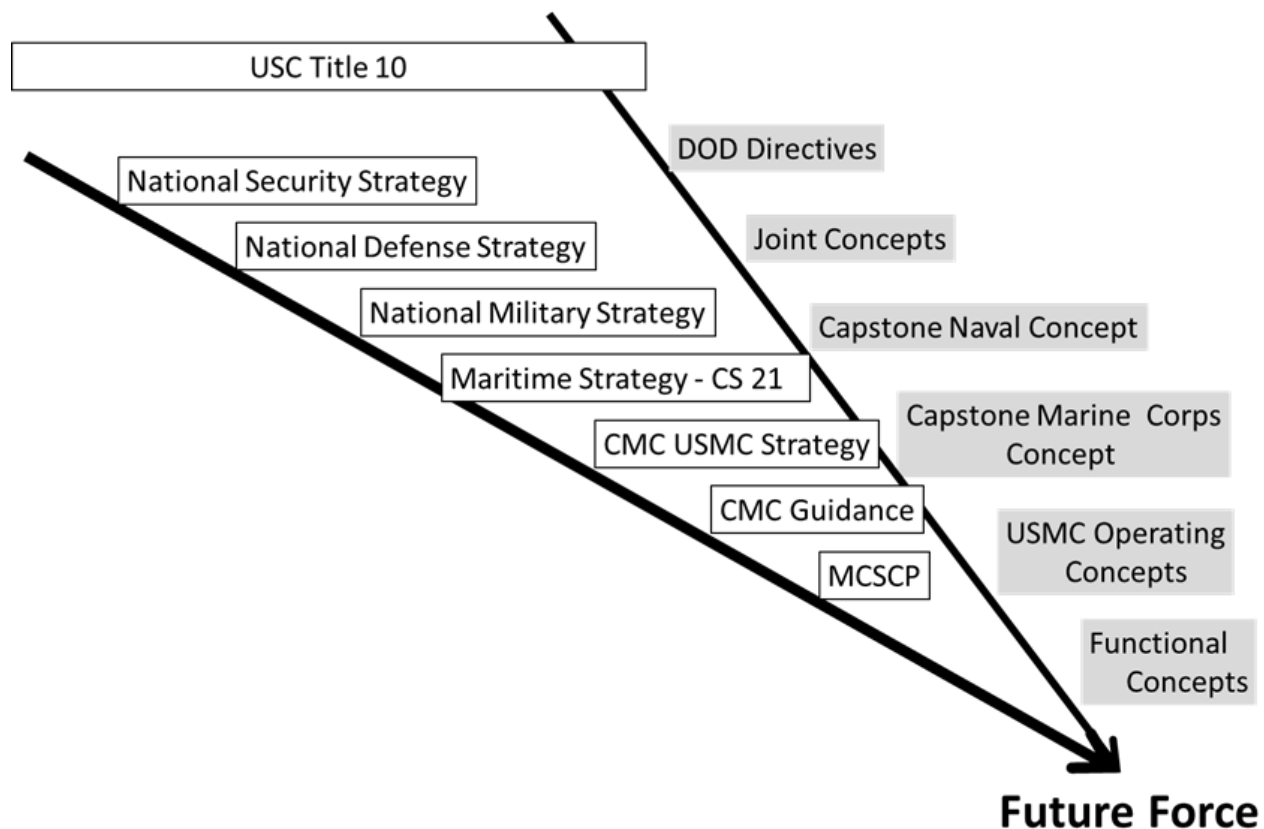


Figure 7: Nesting of Guidance.

Conclusion

Throughout our country's history, our Marine Corps has remained a relevant and premier fighting force because we focus on the Marine, not the equipment. We will continue to transform the force

for the future and ensure we continue to develop the right force, at the right time to always win, regardless of the uncertainty and complexity of the environment. The core reason for our success on and off the field of battle is our Marines and Sailors who, over the decades, have continuously relied on intellect, devotion, and resourcefulness to defeat the enemy and accomplish the mission. Projecting in the future, we will continue to invest heavily in our Marines, Sailors, and civilian workforce and must infuse them with an understanding of the roles of the Marine Corps and the Naval Service in the nation's security—along with the mindset of innovation, integration, organizational collaboration in executing their responsibilities—in developing a future force that continues our legacy of success. It is expected that MCCDC/CD&I personnel will serve as the experts at understanding the future operational and strategic environments assisted by the force development stakeholders who will ultimately employ the force we develop. We must and will continue to adapt faster than our enemies to deliver combat systems, training, concepts, doctrine, and the best leadership in the world to our Marine Corps. It is our primary goal that MCCDC/CD&I remain the Marine Corps' change agent; leading the fully integrated, resource informed, and capabilities-based development of the Marine Corps of 2035 and beyond.



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Annex A

Objective to Task Matrix

1. Situation

This annex identifies and links critical tasks (CT), major objectives (MO), and lines of effort (LoE) to support the planning and execution of the Force Development Strategic Plan.

2. Objective to Task Matrix in the Development of Plans

The objective to task matrix provides a vehicle for assessment and identification of potential gaps in the Force Development Strategic Plan. Each MO and CT has a designated lead responsible for identifying the requirements, decision points, and planning milestones necessary to accomplish the intent of the MO and maintaining a running estimate. CTs are not listed in priority order.

3. Objective to Task Matrix in the Execution Process

The objective to task matrix supports the assessment of the performance and progress of the force development plan. Key aspects of the matrix will be used to convey priorities, confirm planning milestones, present information, and identify risk during high-level forums.

The use of the matrix in integration will gain efficiencies and improve effectiveness in terms of information flow to/from the DC CD&I / CG MCCDC and across the force development enterprise.

The matrix is not a static document; it is designed to evolve as the operational environment develops as determined by the Force Development Board. MOs and CTs may be added, changed, or deleted as their objectives are either accomplished or are deemed no longer valid.

LoE	MO	CT	Description	Lead
1			Conceptualize the force	
	1.1		Concept development.	MCWL/FD
		1.1.1	Develop and contribute to Joint concepts.	MCWL/FD
		1.1.2	Contribute to strategic scenario development and updates.	MCWL/FD
		1.1.3	Develop and update Marine Corps capstone and subordinate operating concepts.	MCWL/FD
		1.1.4	Develop and update Marine Corps functional concepts.	CDD
		1.1.5	Integrate with NWDC and Navy force developers to support their development of naval operating concepts.	MCWL/FD
		1.1.6	Analyze emerging operating concepts through wargaming, modeling and simulation, experimentation, and exercises.	MCWL/FD

		1.1.7	Conduct studies and analyses in support of concept development.	OAD
		1.1.8	Contribute to strategic analysis of USMC capabilities within strategic scenarios/products and studies.	OAD
	1.2		Future force visualization and description.	MCWL/FD
		1.2.1	Assess the ability of the current and programmed force icw OSD and the Joint Staff and articulate USMC roles and functions in the future operating environment.	MCWL/FD
		1.2.2	Plan and lead the campaign of learning.	MCWL/FD
		1.2.3	Annually, publish an FFA that summarizes the relevant insights from the CoL and provides recommendations on future MAGTF capabilities.	MCWL/FD
		1.2.4	Define how we operate and fight through Defense Planning Scenario selection and CONOPS development in order to support and guide the CBA.	MCWL/FD
		1.2.5	Analyze and assess various aspects of the campaign of learning.	OAD
		1.2.6	Develop and execute the Marine Corps Annual Wargame Plan in order to test and assess the validity of emerging operational concepts and concepts of employment.	MCWL/FD
		1.2.7	Develop and execute an annual Experimentation Plan that assesses materiel and non-material solutions in order to enhance MAGTF operations.	MCWL/FD
		1.2.8	Develop and execute the Marine Corps S&T Strategic Plan in order to prioritize and guide Marine Corps research and development efforts.	MCWL/FD
		1.2.9	Plan and execute an annual S&T and Experimental OAG to further align Marine Corps prioritization of technology investment and to develop a coordinated experiment plan.	MCWL/FD
2			Develop and integrate the force	
	2.3		Develop the force.	CDD
		2.3.1	Adapt our current capabilities and capacities to improve our effectiveness in the existing operating environment.	CDD/TECOM
		2.3.2	Develop operational architecture products for use in force development planning and in the preparation of capability documentation for materiel solutions.	CDD
		2.3.3	Conduct the CBA and produce a resource informed MCEIP, to include cost benefit analysis.	CDD
		2.3.4	Develop Concepts of Employment, as necessary, to support solution implementation.	CDD
		2.3.5	Identify and develop solutions to identified capability gaps using DOTMLPF-P methodology.	CDD
		2.3.6	Assess the implications of implementing a capability gap solution using a DOTMLPF-C methodology.	CDD
		2.3.7	Integrate force development activities with Navy counterparts by identifying, developing, assessing, and articulating USMC seabasing and expeditionary ship/connector requirements and related doctrine in order to facilitate MAGTF integration with naval expeditionary forces.	CDD

		2.3.8	Conduct capability portfolio management, ensuring integration and prioritization of today's and tomorrow's capabilities to make resource-informed decisions.	CDD
		2.3.9	Develop and integrate capabilities needed for the Marine Corps to field combat-ready forces.	CDD
		2.3.10	Generate materiel requirements.	CDD
		2.3.11	Define the detailed structure, organization, and equipment needed for the Marine Corps.	CDD
		2.3.12	Lead the Warfighting Investment Program Evaluation Board.	CDD
		2.3.13	Identify, develop, and articulate Marine Corps seabasing-required capabilities	CDD
		2.3.14	Inform and assess Marine Corps seabasing and shipbuilding DOTMLPF-P requirements integration throughout the JCIDS process with all advocates and resource sponsors	CDD
		2.3.15	Execute the Marine Corps Language, Regional Expertise and Culture (LREC) Strategy.	TECOM
		2.3.16	Conduct analysis in support of force development and system acquisition.	OAD
		2.3.17	Assess current capabilities, and identify, quantify, and prioritize capability gaps to inform force development processes.	OAD
		2.3.18	Coordinate CMC/CSA level force development issues through the Army-Marine Corps Board.	CDD
		2.3.19	Coordinate Marine Corps collaboration on MAGTF cross cutting issues that contribute to force development through the Command Element Advocate Board (CEAB).	CDD
		2.3.20	Coordinate CMC/COMUSMACV level force development issues with the Marine Corps – SOCOM Board (MCSB)	CDD
	2.4		Integrate the force.	CDD
		2.4.1	Conduct force structure management.	CDD
		2.4.2	Serve as the cross-portfolio integrator in the development of Marine Corps capabilities, and ensure that capability development activities across all elements of DOTMLPF-P and cost are fully coordinated and prioritized.	CDD
		2.4.3	Develop and maintain the Marine Corps Task List and Mission Essential Task Lists.	CDD
		2.4.4	Integrate MAGTF requirements with amphibious, maritime prepositioning, and expeditionary ships and connectors.	CDD
		2.4.5	Conduct analysis in support of force development and naval integration.	OAD
	2.5		Sustain, enhance, and adapt the force capability.	CDD
		2.5.1	Manage and maintain the Total Force Structure Management System.	CDD
		2.5.2	Manage and coordinate Urgent Universal Needs Statements (UUNS) and other Operating Forces-generated force development initiatives in a manner consistent with current operational needs.	CDD
		2.5.3	Conduct DOTMLPF/Cost analysis for the enterprise.	CDD






	2.6		Develop doctrine.	CDD
		2.6.1	Develop, maintain, and publish Marine Corps doctrine.	CDD
		2.6.2	Coordinate Marine Corps input to naval, Joint, multi-Service, allied, and multinational doctrine.	CDD
3			Train and educate the force	
	3.7		Deliver MOS qualified individual Marines through the civilian-to-Marine transformation process to meet operational demands.	TECOM
		3.7.1	Provide basic training to recruits and evaluation of officer candidates.	TECOM
		3.7.2	Train Marines in basic infantry combat skills.	TECOM
		3.7.3	Deliver training programs that ensure Marines achieve basic MOS qualification and skills progression.	TECOM
	3.8		Develop Marines prepared to assume leadership roles in Marine Corps and JIM assignments.	TECOM
		3.8.1	Educate leaders to meet the challenges of a complex security environment.	TECOM
		3.8.2	Promote, present, and preserve Marine Corps history.	TECOM
	3.9		Provide standardized training to operate as a MAGTF in current and future environments.	TECOM
		3.9.1	Provide standardized Service-level training in accordance with MCO 3500.11.	TECOM
		3.9.2	Establish individual and collective tasks that ensure standardization of training.	TECOM
		3.9.3	Support force generation through the development and execution of pre-deployment training.	TECOM
	3.10		Leverage innovative technologies to enhance training and education.	TECOM
		3.10.1	Increase skill levels and confidence in individuals and units through more repetitious and realistic training using modern simulations-based capabilities.	TECOM
		3.10.2	Provide ranges and training areas that meet Operating Forces live training requirements.	TECOM
		3.10.3	Enhance student learning in training and education programs through the use of technology.	TECOM
		3.10.4	Improve training realism through the use of immersive training environment capabilities in order to deliver more effective and challenging training.	TECOM
	3.11		Adapt training and education to new capabilities.	TECOM
		3.11.1	Provide lessons learned to the Service in order to drive corrective actions.	MCWL/FD
		3.11.2	Develop emergent training and education capabilities that enable Marines to operate successfully in future environments.	TECOM
4			Increase naval integration	
	4.12		Establish CD&I as naval integration advocate.	MCWL/FD
		4.12.1	Incorporate the Naval Board guidance and direction.	MCWL/FD

		4.12.2	Recommend methods for establishing more deliberate, defined, and collaborative relationships between OPNAV and HQMC.	MCWL/FD
		4.12.3	Recommend HQMC roles and responsibilities and integration process for naval policy, advocacy and proponency, requirements, and capabilities.	MCWL/FD
		4.12.4	Recommend better methods to facilitate collaboration and integration process, products, and tools for HQMC/enterprise naval integration initiatives.	MCWL/FD
	4.13		Improve and formalize Marine Corps and Navy force development integration.	MCWL/FD
		4.13.1	Develop naval expeditionary operating concepts.	MCWL/FD
		4.13.2	Collaborate with Fleet Forces Command in order to find opportunities to integrate Marine Corps and Navy annual wargaming and experimentation plans.	MCWL/FD
		4.13.3	Ensure S&T collaboration in support of key enabling needs resourced by the Navy as identified through the CoL and through coordination with CDD, OPNAV and NWDC..	MCWL/FD
		4.13.4	Analyze naval capabilities to support force development and systems acquisition.	OAD
		4.13.5	Unify the Marine Corps' advocacy of seabasing requirements by leading the Naval Engagement Board which informs the Naval Board and engages key Navy leadership.	CDD
		4.13.6	Inform and assess Marine Corps seabasing and shipbuilding DOTMLPF-P requirements integration throughout the JCIDS process with all advocates and resource sponsors.	CDD

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Annex B

Task Assessment Matrix

<p><i>Assess Task against all 3x assessment categories (Time, Performance & Resourcing):</i></p> <ul style="list-style-type: none"> GREEN = meets all 3x GREEN criteria AMBER = 1x or more categories assessed as AMBER with no categories assessed at RED RED = 1x or more categories assessed as RED regardless of higher assessments in other categories Not Assessed = Unable to assess... provide projected date for initial assessment Complete = Overall initiative/project/action complete as planned/described 				
Assessment	Timeline	Performance	Resourcing	
 Green On-track • No issues	Task on track to be completed in accordance with established suspense date.	Task meets all completion metrics as established by Task Lead.	No resourcing constraints that impact key dates, completion, or implementation in terms of funding, personnel, logistics, technology, etc.	And
 AMBER • Slightly off-track • Minor working issues	Expected to <u>miss an immediate key date</u> (milestones or decision points) BUT <u>will meet planned date for completion or implementation</u>	Task meets most completion metrics as established by Task Lead.	<u>Minor resourcing constraints</u> that can be internally mitigated or resolved, OR impact key dates, but not completion or implementation date, OR slightly impact quality without affecting key tasks or critical evaluation criteria	Or
 RED • Off-track • Significant issues	Expected to <u>miss an immediate key date</u> (milestones or decision points) AND <u>will NOT meet planned date for completion or implementation</u>	Task does not meet majority of completion metrics as established by Task Lead.	<u>Significant resourcing constraints</u> that require leadership decision or involvement, OR cause delay with completion or implementation, OR impacts critical quality criteria (key tasks or evaluation criteria)	Or
 Not Assessed	• New initiative/project/action ... lead organization not yet able to assess progress			
 Complete	• Delivered product or outcome ... developed strategy or plan ... implemented strategy or plan • Lead organization should recommend closure or re-scope based on evolving operating environment			

MO and CT assessments are designed to inform and update the CG/DC and staff on progress of execution of the Force Development Strategic Plan.

Task Assessment Matrix

LoE 1: Conceptualize the force	Lead	Assessment		
		Previous	Current	Projected
MO 1: Concept development.	MCWL/FD			
MO 2: Future force visualization and description.	MCWL/FD			
LoE 2: Develop and integrate the force	Lead	Assessment		
		Previous	Current	Projected
MO 3: Develop the force.	CDD			
MO 4: Integrate the force.	CDD			
MO 5: Sustain, enhance, and adapt the force capability.	CDD			
MO 6: Develop doctrine.	CDD			
LoE 3: Train and educate the force	Lead	Assessment		
		Previous	Current	Projected
MO 7: Deliver MOS qualified individual Marines through the civilian-to-Marine transformation process to meet operational demands.	TECOM			
MO 8: Develop Marines prepared to assume leadership roles in Marine Corps and Joint Inter-organizational and Multinational (JIM) assignments.	TECOM			
MO 9: Provide standardized training to operate as a MAGTF in current and future environments.	TECOM			
MO 10: Leverage innovative technologies to enhance training and education.	TECOM			
MO 11: Adapt training and education to new capabilities.	TECOM			
LoE 4: Increase naval integration	Lead	Assessment		
		Previous	Current	Projected
MO 12: Establish CD&I as naval integration advocate.	MCWL/FD			
MO 13: Improve and formalize Marine Corps and Navy force development integration.	MCWL/FD			

Annex C

Strategic Plan Implementation

The Marine Corps Capabilities Based Assessment (CBA) serves as the planning phase of the Marine Corps Planning, Programming, Budgeting, and Execution (PPBE) system. The process is in accordance with CJCSI 3170.01I and codified in MCO 3900.20. The elements of the process are presented in this Annex.

In broad terms the CBA has two major elements: strategic planning to describe the future force and the detailed analysis of required capabilities leading to the identification of necessary solutions that are reflected in a resource informed Marine Corps Enterprise Integration Plan (MCEIP). The MCEIP informs Marine Corps, DoN, and DoD input to the Presidential Budget (PRESBUD). Due to the time required for budget development and required Congressional actions, the MCEIP is completed a year and a half before Congress authorizes and appropriates funding. To meet this suspense, the force development process begins more than three years in advance of the execution phase of PPBE.

As a result, the force development community is simultaneously involved in the planning, programming, and budgeting of up to four proposed budgets.

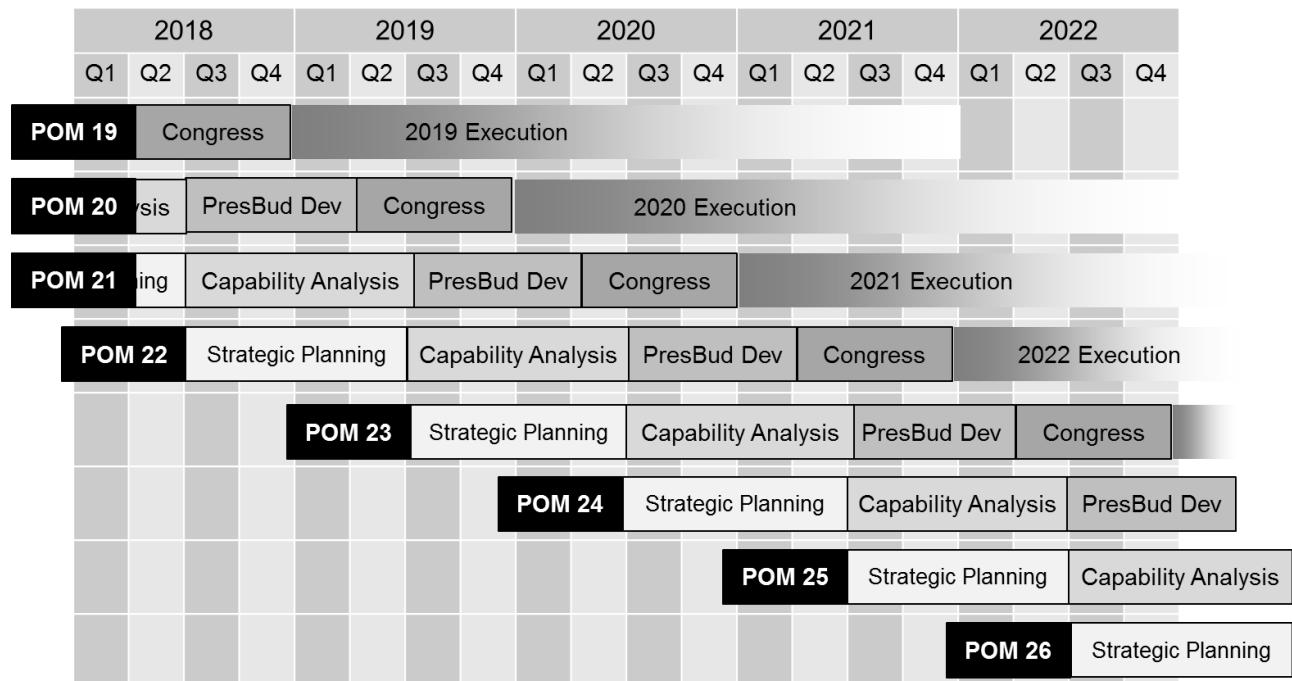


Figure 8: Overlapping Processes

The annual CBA process consists of five phases: describing the future force, identifying required capabilities, identifying gaps, developing solutions, and conducting risk analysis. The primary output is the resource informed MCEIP that provides the results of analysis and describes

implementation actions necessary to achieve required Marine Corps capabilities. Executing all five phases requires about 24 months.

The objectives of the first phase are accomplished through a continuous Campaign of Learning (CoL), led by CG MCWL/Director FD supported by the force development enterprise. Results of the elements of the CoL are provided to CDD when each element is complete - part of a continuous exchange of information between MCWL/FD and CDD. Annually MCWL/FD publishes a Future Force Assessment (FFA) that addresses the results and provides guidance for force development efforts across multiple program objective memorandum (POM) periods. Appendices 1, 2, and 3 of this annex further describe the lines of effort, CoL, and the associated warfighting problems.

Phases two through five constitute capability analysis. The Director CDD leads these phases, supported by the force development enterprise. The primary output is the resource informed MCEIP that is integrated across the Marines Corps; all pillars of Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, Facilities and Policy (DOTMLPF-P); and all Marine Corps Program Evaluation Boards (PEBs). DC P&R uses the resource informed MCEIP to develop a tentative program objective memorandum.

Appendix 4 of this annex presents a broader perspective of how force development efforts are linked to other Marine Corps processes and directives.

DC CD&I completes the MCEIP annually in December using the following timeline:

- Phase 1: Strategic Planning Future Force Assessment completed in March
- Phase 2: Capabilities Analysis Completed in May
- Phase 3: Gap Analysis Completed in July
- Phase 4: Solutions Analysis Completed in August
- Phase 5: Risk Analysis Completed in September
- Marine Corps Enterprise Investment Plan completed in December

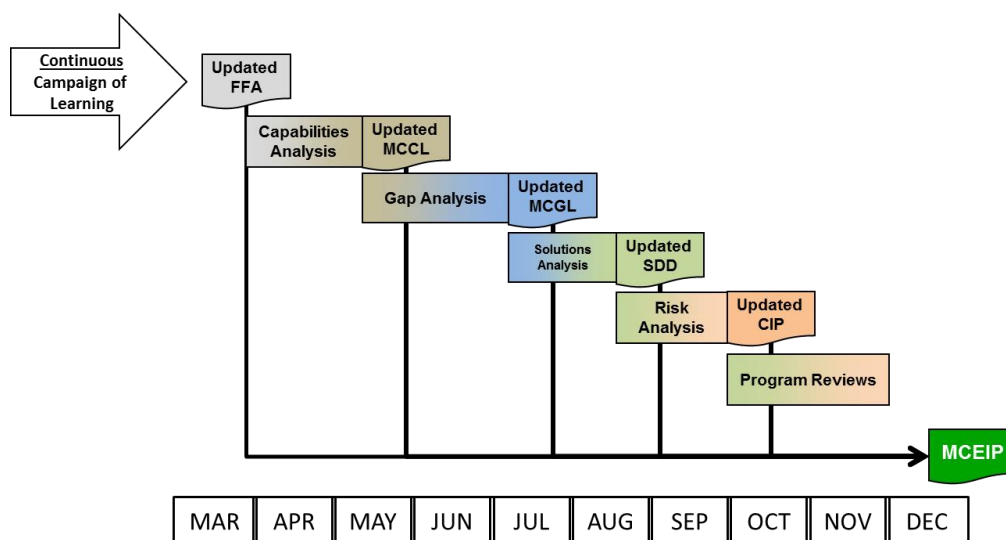


Figure 9: Resource Informed MCEIP Development Sequence.

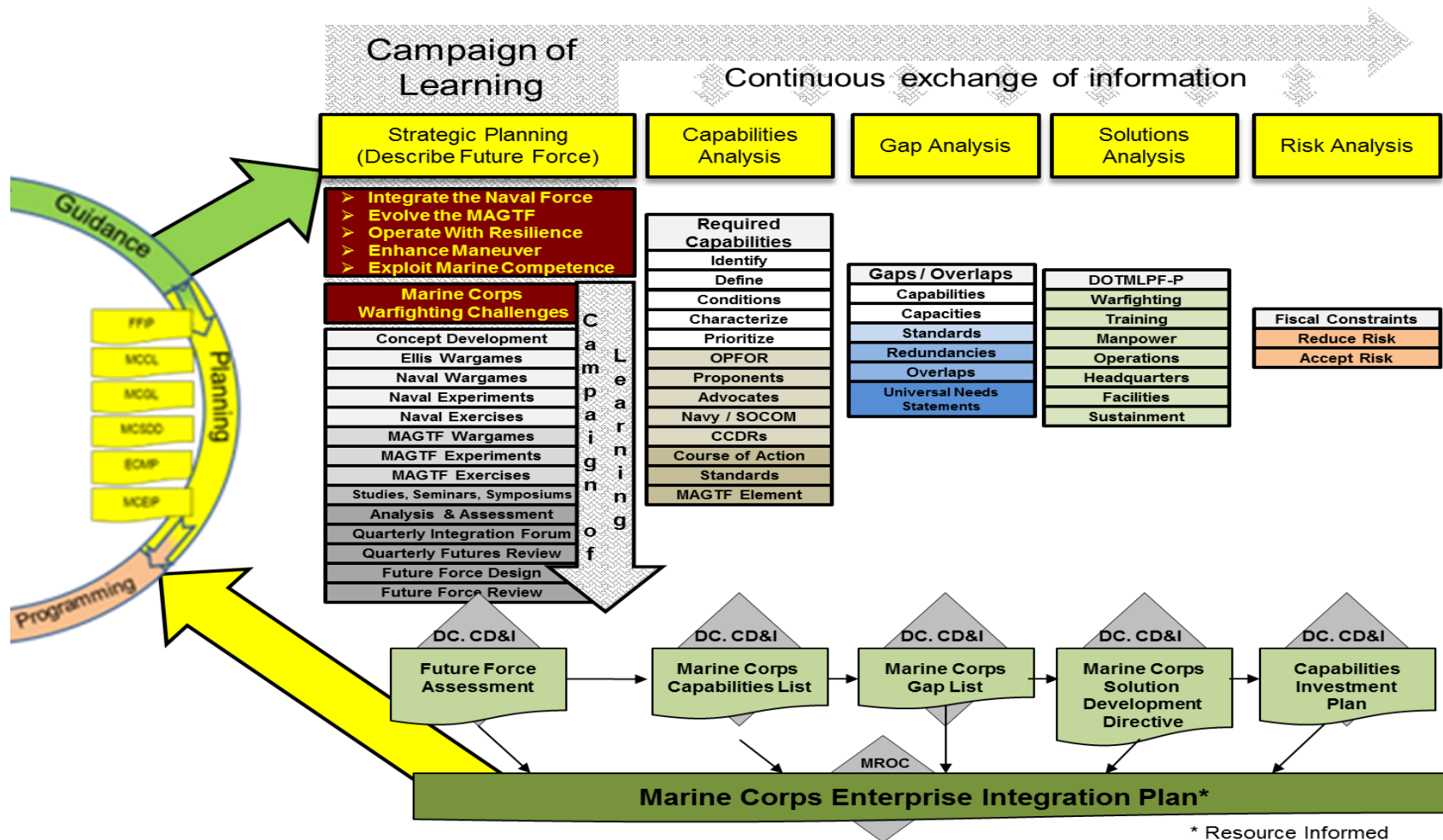


Figure 10: MCEIP Development Phases

Appendices:

- 1- Marine Corps Operating Concept and Campaign of Learning
- 2- Campaign of Learning Process
- 3- Marine Corps Fundamental Challenges and Warfighting Problems
- 4- Force Development and Management Framework

Appendix 1 to Annex C (Strategic Plan Implementation)

Marine Corps Operating Concept and Campaign of Learning

1. Introduction. MCCDC/CD&I is responsible for developing the Marine Corps that can achieve the objectives in the Marine Corps Operating Concept (MOC) and other concepts. The CG MCWL/Director, FD leads the Campaign of Learning (CoL) to identify the key attributes of the future force. All other force development enterprise organizations are in support of CG MCWL/Director, FD for the CoL. The CoL integrates and synchronizes all activities informing force development to include experiments, studies, wargames, exercises, analysis, and related efforts supporting future concept and capability development.

2. Concept of the Operation.

a. Overview. The CoL consists of intellectual and physical activities that support force development by addressing fundamental challenges inherent to the five critical tasks in the MOC:

- Integrate the naval force to fight at and from the sea
- Evolve the MAGTF
- Operate with resilience in a contested-network environment
- Enhance our ability to maneuver
- Exploit the competence of the individual Marine

b. Fundamental challenges to achieving these critical tasks are identified and provide focus for the CoL. While learning will occur in unexpected areas, the fundamental challenges must be addressed. Warfighting problems further decompose the fundamental challenges and define intellectual and physical learning activities. Finally, learning demands are identified for each warfighting problem and are the primary drivers for intellectual and physical campaign of learning activities.

c. Outputs from the CoL are provided to CDD as they become available and are part of a continuous exchange of information and form the basis for the annual Future Force Assessment (FFA) which will guide the development of solutions across Joint Capability Areas (JCAs) and DOTMLPF-P, resulting in a MCEIP that informs the Marine Corps Program Objective Memorandum (POM).

Appendix 2 to Annex C (Strategic Plan Implementation)

Campaign of Learning Process

1. In order to promote unity of effort across the near, mid, and far-terms, we have identified overarching warfighting problems to be addressed through the Campaign of Learning (CoL).

2. Our force development methodology begins with a threat based understanding of how we intend to fight in the future communicated through our capstone, operating, and functional concepts. The five MOC critical tasks provide focus to the CoL through six fundamental challenges. From the fundamental challenges, warfighting problems are identified and serve as the foundation for intellectual (studies and analysis, concepts and capabilities development, wargames) and physical (experimentation, evaluation, and exercises) activities. Using the warfighting problems, we develop learning demands (or second order questions) which help bound the problem and provide rigor to our analysis. Learning demands are further deconstructed into actionable primary research questions which are intended to be answered through research and analysis efforts. Through analysis and assessment of relevant insights harvested from wargames, experiments, exercises, after action reports, lessons learned, and studies we develop a baseline running estimate of the capabilities we either possess or require.

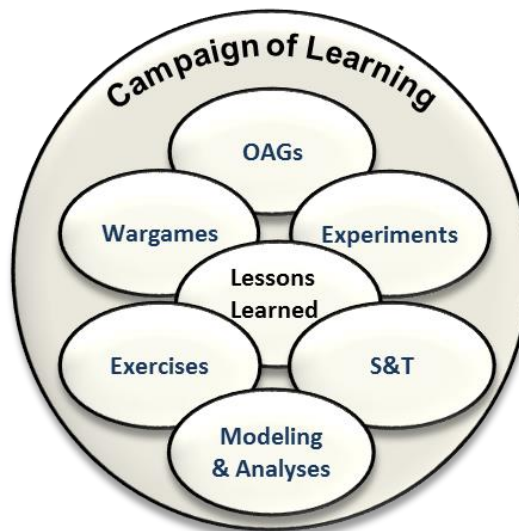


Figure 11: Campaign of Learning

The compilation of these capabilities will form the basis for our future force design. This process requires collaboration that promotes integration and transparency while informing concept and capability development. This process also ensures we are nested with the Marine Corps Service Strategy while remaining linked to Joint, Naval, and Marine Corps operating concepts. The overall objectives of this process are:

- a. Enhance our collective understanding of the future operating environment
- b. Develop the operating and functional concepts that provide a vision of how we intend

to employ the future force

c. Ensure capabilities are derived from our warfighting problems that address current and emerging threats

d. Inform the decisions that influence how we will organize, train, and equip the future Marine Corps

3. The MOC identifies critical tasks to guide changes to how we organize, train, equip, and sustain the Marine Corps. Achieving these tasks presents a number of fundamental challenges and each challenge leads to a number of warfighting problems. Specific learning demands for each warfighting problem are used to drive events in the CoL. Learning events are typically designed to address a number of learning demands, and learning demands may be evaluated in more than one event.

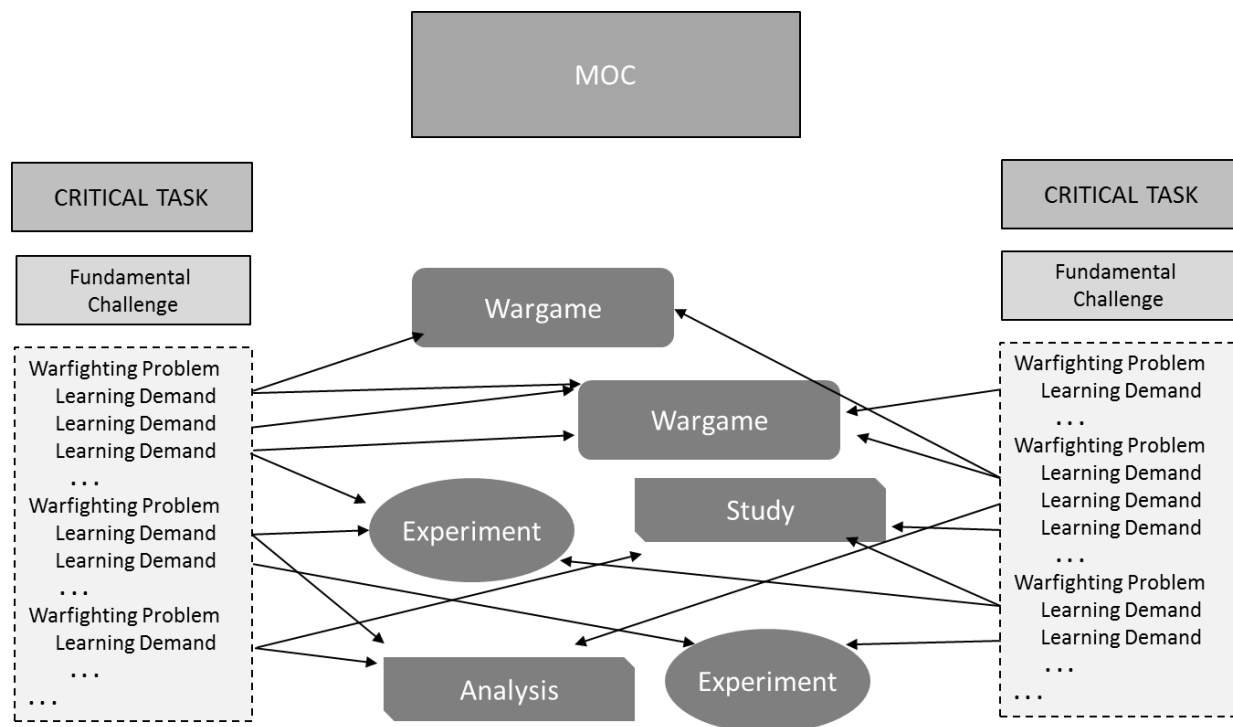


Figure 12: Learning Demands Drive Campaign of Learning Events

- a. The fundamental challenges associated with the MOC task are listed below:
- Critical Task: Integrate the naval force to fight at and from the sea
Fundamental Challenge 1 : How does the Marine Corps conduct more integrated naval operations in support of deterrence, sea control, power projection, maritime security and all domain access?

- Critical Task: Evolve the MAGTF
Fundamental Challenge 2: How does the future MAGTF maintain its competitive advantage against adversaries who can effectively challenge dominance in any or all domains?
- Critical Task: Operate with resilience in a contested-network environment
Fundamental Challenge 3: How does the future MAGTF protect its C2 and information networks while disrupting or exploiting those of our adversaries?
- Critical Task: Enhance our ability to maneuver
Fundamental Challenge 4: How does the 21st century MAGTF increase its ability to distribute or concentrate force, conduct effective action in the physical and cognitive dimensions, and achieve advantageous effects throughout the battlespace?
- Critical Task: Exploit the competence of the individual Marine
NOTE: This critical task has two fundamental challenges.
Fundamental Challenge 5: How does the Marine Corps provide training that is progressive, challenging, relevant and realistic to ensure units are prepared to operate under the tenants of maneuver warfare?

Fundamental Challenge 6: How must individual training and education evolve in order to ensure Marines are able to think on their feet and to exploit opportunities that arise on the battlefields of the future?

b. Warfighting Problems and Learning Demands. Fundamental challenges are decomposed into several warfighting problems which are further deconstructed into learning demands that focus on particular aspects of the problem. Warfighting problem managers and leads further deconstruct learning demands into actionable primary research question and assign a specific method of research including but not limited to: experiments, wargames, studies, and exercises. Across CD&I, organizers of these research efforts are directed to incorporate research questions into the design of each event. The warfighting problems associated with the fundamental challenges are identified in Appendix 3, Annex C.

4. Insights from the CoL are presented during Quarterly Integration Forums to ensure alignment and integration of efforts and Quarterly Futures Reviews with all relevant stakeholders where senior leaders and subject matter experts contribute to force design. At a minimum, QIF updates will include:

- a. The research questions answered since the last QIF
- b. The status of outstanding research questions
- c. Newly identified learning demands and/or research questions and the intended plan for addressing them.

5. The primary output of the CoL is captured and presented in the annual Future Force Assessment that receives CMC guidance during a Future Force Review. The FFA shall serve as a primary input for defining needed capabilities during the Capabilities Based Assessment – it will include:

- a. A vision of the future operating environment
- b. A description of existing and emerging adversary capabilities that place the MAGTF in tactical under-match with links to appropriate DoD scenarios.
- c. Attributes of the future MAGTF and aspirational capabilities that restore or mitigate our tactical over-match dilemma
- d. Identification of potential opportunities

6. To successfully address the fundamental challenges, the CoL is dependent upon sustained coordination and collaboration among both internal and external stakeholders. Participants must apply intellectual curiosity and analytical rigor to this endeavor. Do we fully understand the problem? Will it change over time? Does it require an immediate solution or can we develop the situation more? What are the options for solving the problem, and what are the associated pros and cons? Are there ripple effects that impact other stakeholders? What are the appropriate near, mid, and long-term actions? To help frame this type of dialogue, the methodology can be broken down into logical subsets, as elaborated on in the definitions below.

7. Campaign of Learning Managers and Warfighting Problem leads. The CoL Executive Manager serves as CG MCWL / Dir FD executive manager of the entire CoL process. The Executive Manager is supported by CoL Managers from MCWL/FD who manage the learning demands across a small portfolio of warfighting problems. Each warfighting problem is assigned to an organization that designates a lead.

- a. Managers and leads will meet monthly in order to synchronize activities, identify areas of concern, and identify trends/threads within and across warfighting problems and review work to address learning demands. Managers and leads will prepare material for inclusion into the QIF and QFR briefings to the senior leaders of the Marine Corps. This senior-level feedback is critical to the CoL process and enhances future force development. The Operations Analysis Directorate will support managers and leads.

- b. Managers and leads will incorporate analysis to ensure recommendations are not based solely on subject matter expertise and military judgement. Additionally, through the QIF and QFR, updates and guidance will be provided frequently. The endstate is that the CoL presents a transparent and analytically rigorous process that will guide the development of the future force.

- c. Managers and leads will recommend changes to the collection and learning plan for consideration by MCWL/FD. Updates will be provided to the Force Development Board to include the identification of areas that require additional analysis.

8. Campaign of Learning Analytics.

a. Operations Analysis Directorate, in coordination with MCWL/FD, will provide analytic support to the CoL in order to:

- Ensure force development recommendations comply with Defense Analytic Guidance
- Facilitate transition of CoL insights from MCWL to CDD that provide the basis for defensible planning decisions and MCCIP assessments

b. Using the warfighting problems as an analytic framework, the analysis should focus on insights into which capabilities should be enhanced or developed. These may:

- Identify key attributes of priority capabilities
- Identify shortfalls impeding assessment of key capability
- Identify metrics and methods to provide insight on interrelationships tradeoffs between capabilities
- Identify potential analytic approaches to assess metrics
- Recommend analysis priorities
- Develop a plan to align resources to analysis priorities
- Identify cross-challenge area relationships/dependencies
- Identify candidate topics for inclusion into the Service analysis plan

Appendix 3 to Annex C (Strategic Plan Implementation)

Marine Corps Fundamental Challenges and Warfighting Problems

1. **MOC Critical Task 1:** Integrate the naval force to fight at and from the sea

Fundamental Challenge 1: How does the Marine Corps conduct more integrated naval operations in support of deterrence, sea control, power projection, maritime security and all domain access?

Warfighting Problems:

- 1.1 What is the role/composition of the Marine Corps in forward naval force presence, sea control and power projection? (MCWL)
- 1.2 How do we better align blue/green staffs and command structures?(MCWL)
- 1.3 How does the naval force create lodgments in A2AD environments; what is the role of the MAGTF? (MCWL)

2. **MOC Critical Task 2:** Evolve the MAGTF

Fundamental Challenge 2: How does the future MAGTF maintain its competitive advantage against adversaries who can effectively challenge dominance in any or all domains?

Warfighting Problems:

- 2.1 What is the role and organization of MAGTFs in the 21st century? (MCWL)
- 2.2 How does the Marine Corps effectively integrate emerging blue/green C2 and informational tools? (CDD)
- 2.3 How does the MAGTF facilitate unified action with the Joint Inter-organizational and Multinational force? (CDD)
- 2.4 How does the future MAGTF maximize integration with SOF? (Marine Corps Special Operations Command) (MARSOC)
- 2.5 How does the Marine Corps fully exploit emerging automation and artificial intelligence? (CDD)
- 2.6 What is the role of MARFORRES in 21st century? (CDD)

3. **MOC Critical Task 3:** Operate with resilience in a network contested environment

Fundamental Challenge 3: How does the future MAGTF protect its C2 and information networks while disrupting or exploiting those of our adversaries?

Warfighting Problems:

- 3.1 How do 21st century MAGTF elements control, protect and minimize signatures while identifying and disrupting competitor signatures in the offense and defense? (CDD)
- 3.2 How does the 21st century Marine Corps develop and enhance situational understanding? (CDD)

4. **MOC Critical Task 4:** Enhance the MAGTF's ability to maneuver

Fundamental Challenge 4: How does the 21st century MAGTF increase its ability to distribute or concentrate force, conduct effective action in the physical and cognitive dimensions, and achieve advantageous effects throughout the battlespace?

Warfighting Problems:

4.1 How does the 21st century naval force maneuver more rapidly and deeply (to include transitioning forces from sea to shore) in order to achieve a position of advantage and rapidly transition to offensive operations? (MCWL and Plans, Policies, and Operations [PP&O])

4.2 How does the 21st century MAGTF employ fires to achieve required effects? (CDD)

4.3 How does the future MAGTF "composite" to address an unexpected crisis? (MCWL)

4.4 How does the Marine Corps more effectively fight with distributed forces? (MCWL)

4.5 What is the concept for integrating and maximizing 21st century combined arms and information warfare? (CDD)

4.6 How do elements of the 21st century MAGTF operate effectively in the urban littorals and in other complex terrain? (MCWL)

4.7 Within tomorrow's extended MAGTF fight, how does the Marine Corps preserve its combat power for the decisive time and place while optimizing the protection of all Marines and assets-including bases and installations, regardless of purpose or location? (CDD)

4.8 How does the 21st century MAGTF conduct expeditionary logistics? (CDD)

4.9 How does the 21st century MAGTF meet its energy needs? (CDD)

4.10 How does the Marine Corps best utilize F-35 in support of naval operations? (CDD)

5. **MOC Critical Task 5:** Exploit the competence of the individual Marine and enhance the capability of MAGTFs. NOTE: This critical task has two fundamental challenges.

Fundamental Challenge 5: How does the Marine Corps provide training that is progressive, challenging, relevant and realistic to ensure units are prepared to operate under the tenets of maneuver warfare?

Fundamental Challenge 6: How must individual training and education evolve in order to ensure Marines are able to think on their feet and to exploit opportunities that arise on the battlefields of the future?

Warfighting Problems:

5.1 How does Marine Corps unit and collective training need to evolve to meet the demands of the 21st century? (TECOM)

5.2 How does Marine Corps individual training need to evolve to meet the demands of the 21st century? (TECOM)

5.3 How does the Marine Corps recruit and retain the right quality individuals for the skills that will be required? (CDD)

Appendix 4 to Annex C (Strategic Plan Implementation)

Force Development and Management Framework

The actions required to develop the future Marine Corps and manage the current Marine Corps are closely linked and addressed by a number of directives. The general framework of designing the force, building the force, preparing the force, generating the force, and employing the force are supported by the actions necessary to resource and assess the force as shown in the figure below.

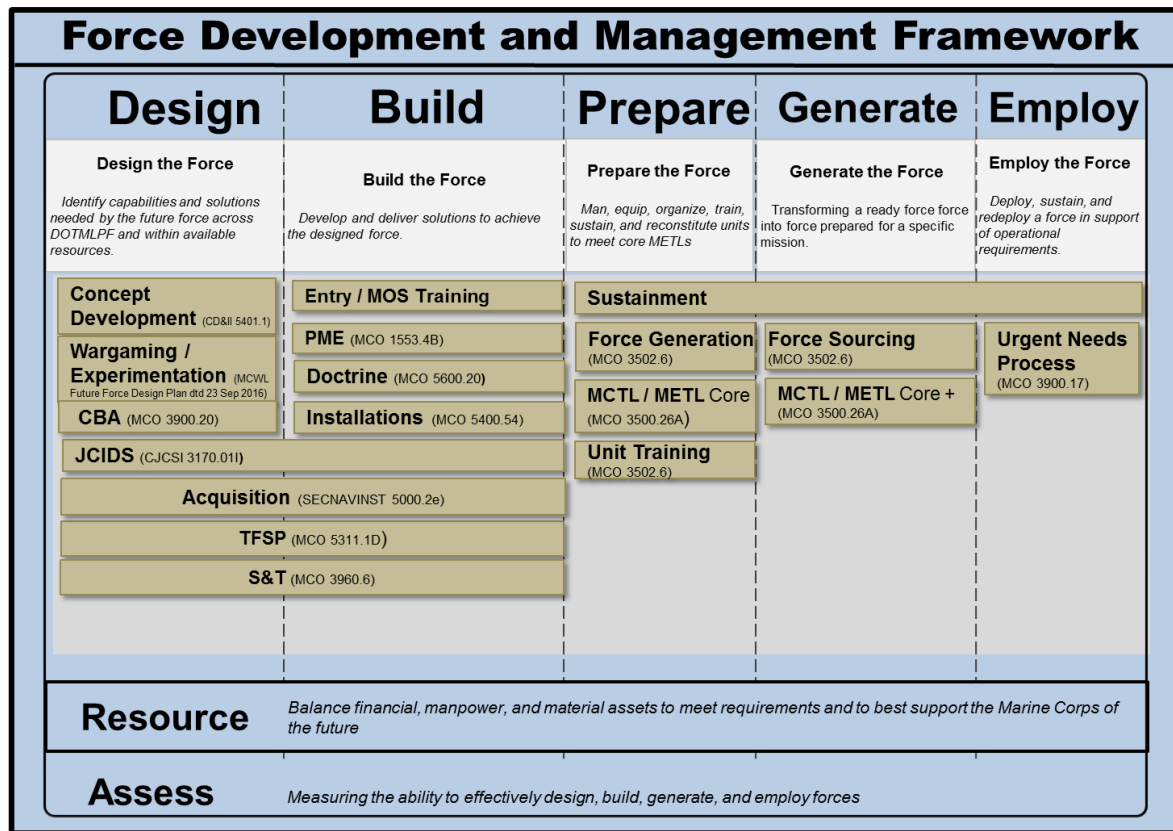


Figure 13: Synchronization of Force Development and Force Management

Annex D

Terms and Acronyms

Capability—The ability to complete a task or execute a course of action under specified conditions and level of performance. (Proposed for JP 1-02. SOURCE: CJCSI 5123.01/3170.01)

Capabilities-Based Assessment (CBA)—A study conducted to assess capability requirements and associated capability gaps, as potential non-materiel and materiel approaches to close or mitigate capability. (Derived from the JCIDS Manual.)

Capability gap—The inability to meet or exceed a capability requirement, resulting in an associated operational risk until closed or mitigated. The gap may be the result of no fielded capability, lack of proficiency or sufficiency in a fielded capability solution, or the need to replace a fielded capability solution to prevent a future gap. (Proposed for JP 1-02. Source: CJCSI 5123.01/3170.01)

Capability requirement—A capability which is required to meet an organization's roles, functions, and missions in current or future operations. To the greatest extent possible, capability requirements are described in relation to tasks, standards, and conditions in accordance with the Universal Joint Task List or equivalent DOD Component Task List. If a capability requirement is not satisfied by a capability solution, then there is also an associated capability gap. A requirement is considered to be "draft" or "proposed" until validated by the appropriate authority. (Proposed for JP 1-02. Source: CJCSI 5123.01/3170.01)

Capability solution—A materiel solution or non-materiel solution to satisfy one or more capability requirements and reduce or eliminate one or more capability gaps. (Proposed for JP 1-02. Source: CJCSI 5123.01/3170.01)

Concept—An expression of how something might be done; a visualization of future operations that describes how warfighters, using military art and science, might employ capabilities to meet future challenges and exploit future opportunities. (Marine Corps)

a. **Unofficial concepts** may come in the form of magazine articles, white papers, or "think pieces" designed to espouse ideas and generate discussion. The Marine Corps has long enjoyed a culture of innovation, and unofficial concepts provide a means to promote that culture.

b. **Official concepts** are those formally published by the Service to inform wargaming, analysis, experimentation, and other capability development activities. If and when validated, they provide the basis for capabilities-based assessments and, eventually, changes to doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTMLPF-P). The hierarchy of official concepts includes:

(1) **The strategic concept**, which describes the role of the Marine Corps in the national defense to both internal and external audiences. Internally, it provides the overarching rationale

that drives Service culture, organization, training, education, and equipment. Externally, as explained by Samuel P. Huntington in an often quoted 1954 article in the U.S. Naval Institute Proceedings, “If a Service does not possess a well-defined strategic concept, the public and political leaders will be confused as to the role of the Service, uncertain as to the necessity of its existence, and apathetic or hostile to the claims made by the Service upon the resources of society.” The strategic concept may be articulated within a unified Naval Service document, a Marine Corps-only product, or as companion documents.

(2) **The capstone operating concept**, which provides the primary description of how the Marine Corps intends to operate. It articulates, in broad terms, the basic ideas to be applied across the widest range of military contexts. The capstone operating concept provides the framework for subordinate operating concepts and functional concepts.

(3) **Subordinate operating concepts** provide more detailed descriptions of how Marine Corps forces will accomplish a given mission or range of missions within a particular situation or set of situations. At a minimum, the family of subordinate operating concepts will cover the Marine Corps’ Title 10 responsibilities.

(4) **Functional concepts** provide detailed descriptions of how certain activities will be performed in order to directly support capabilities based assessments and, ultimately, detailed DOTMLPF-P solutions. At a minimum, the family of functional concepts will cover the warfighting functions plus any other topics of critical importance to warfighting effectiveness across the range of missions.

(5) **Concepts of operation (CONOPS)** apply operating concepts against specific scenarios in order to provide the basis for the wargaming, analysis, experimentation, and other assessment activities that are used to refine concepts and, ultimately, inform capability and capacity investment decisions.

(6) **Concepts of employment (COE)** describe how an organization, platform, weapon, or piece of equipment is intended to be used.

Critical Task (CT)—CTs are clearly defined, measurable, and quantifiable statements of action to be completed. When properly linked, integrated, planned and actioned, CTs will lead to the attainment of Major Objectives.

DOTMLPF-P—doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy. (JP 1-02)

Expeditionary Energy Office (E2O)—The E2O is tasked with the mission of, by 2025, deploying Marine Expeditionary Forces that can maneuver from the sea and sustain C4I and life support systems in place; the only liquid fuel needed for mobility systems are more efficient than systems are today, and creating a force that is the premier self-sufficient expeditionary force, instilled with a warrior ethos equating the efficient use of vital resources with increased combat effectiveness.

Fundamental Challenges - Fundamental Challenges serve to identify our most vexing operational challenges and are posed as problem statements or “first order” questions. These “first order” questions are DC CD&I’s Critical Information Requirements which focus the efforts of collection and learning analysis. Warfighting Problems are enduring until they are fully resolved or proven insufficient.

Future Force Assessment (FFA)—Assessment based on the Campaign of Learning that drives subsequent actions within the force development process.

Future Force Review (FFR)—The FFR is an annual CMC information and guidance forum that focuses on issues related to the future development of the Marine Corps.

Joint Capabilities Integration and Development System (JCIDS)—The joint process that allows the Chairman of The Joint Chiefs of Staff’s, Joint Requirements Oversight Council (JROC) and its subordinate boards to manage and prioritize capability requirements within and across capability requirement portfolios of the Joint Force. JCIDS informs other assessments within the Joint Staff to meet statutory responsibilities. The JCIDS process reviews and validates deliberate and urgent/emergent capability requirement documents, including staffing, review, and validation enabling tradeoffs and prioritization within or between capability requirement portfolios. (CJCSI 3170.01)

Line of Effort (LoE)—Lines of effort link Major objectives and multiple tasks using logic of purpose to focus organizational efforts towards establishing and then achieving operational and strategic institutional goals and unity of effort in operations involving multinational forces and civilian organizations, where unity of command is elusive, if not impractical.

Materiel (capability solution)—All items (including ships, tanks, self-propelled weapons, aircraft, etc., and related spares, repair parts, and support equipment, but excluding real property, installations, and utilities) necessary to equip, operate, maintain, and support military activities without distinction as to its application for administrative or combat purposes. See also equipment; personal property. (JP 1-02)

Marine Corps Enterprise Integration Process (MCEIP)—The Marine Corps’ annually produced, fiscally tethered (through the Program Objective Memorandum or POM), prescriptive resource informed plan capturing the objective capabilities analysis conducted across the strategically aligned and Marine Requirements Oversight Council-approved Marine Corps Capabilities-Based Assessment process.

Major Objective (MO)—MOs are clearly defined, attainable goals achieved through execution of Critical Tasks with measurable outcomes.

Non-materiel (capability solution)—Changes to doctrine, organization, training, (previously fielded) materiel, leadership and education, personnel, facilities, and/or policy, implemented to satisfy one or more capability requirements (or needs) and reduce or eliminate one or more capability gaps, without the need to develop or purchase new materiel capability solutions. (Proposed for JP 1-02. Source: CJCSI 5123.01/3170.01)

Planning, Programming, Budgeting, and Execution (PPBE)—The PPBE is a process that allocates resources within the Department of Defense. In the PPBE process, the Secretary of Defense establishes policies, strategy, and prioritized goals for the Department, which are subsequently used to guide resource allocation decisions that balance the guidance with fiscal constraints. (Defense Acquisition Guidebook)

Quarterly Integration Forum (QIF)—A a quarterly forum to determine and coordinate topics and issues for presentation at the QFR, and a forum to manage the Marine Corps warfighting problems.

Quarterly Futures Review (QFR)—A tool to manage future force development matters and warfighting problems.

Range of Military Operations (ROMO)—A term used to encompass all of the missions and operations that the forces of the Department of Defense may be called upon to accomplish in accordance with Federal Law and Regulations, and requirements as established by The Commander-in-Chief, or Secretary of Defense.

